

Commission on Fire Accreditation International

Accreditation Report

**Honolulu Fire Department
3375 Koapaka Street, Suite H425
Honolulu, Hawaii 96819-1869
USA**

**This report was prepared on July 1, 2005
by the
Commission on Fire Accreditation International, Inc.
for the
Honolulu Fire Department**

**This report represents the findings
of the peer assessment team that visited the
Honolulu Fire Department
on June 19 - 25, 2005**

**Peer Assessment Team
Dwayne Booth, Team Leader
Dave Lanier, Peer Assessor
Cortez Lawrence, Peer Assessor
Jerry Nulliner, Peer Assessor
Tom Wiczorek, Peer Assessor**

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PREFACE – BACKGROUND ON CFAI

The Commission on Fire Accreditation International is dedicated to assisting fire and emergency service agencies throughout the world in achieving excellence through self assessment and accreditation in order to provide continuous quality improvement and the enhancement of service delivery to their communities.

The idea for fire service accreditation originated in the mid-1980s with a Memorandum of Understanding between the International Association of Fire Chiefs (IAFC) and the International City/County Management Association (ICMA). This MOU led the way for the creation of the National Fire Service Accreditation Program, the predecessor of the CFAI.

In December 1996, the Agreement and Declaration of Trust for the CFAI was signed by the Board of Trustees and the new organization was created. The five-member Board of Trustees has financial oversight of the organization.

The CFAI Board of Directors:

Chief Randy Bruegman, Fresno, California
IAFC Representative

Chief Cliff Jones, Tempe, Arizona
IAFC Representative

Mr. John J. Drago, City Administrator, City of Longwood, Florida
ICMA Representative

Mr. David Cooke, County Manager, Wake County, Raleigh, North Carolina
ICMA Representative

Mr. Michael Worthington, St. Charles, Illinois
Member at Large

The CFAI is made up of 11 representatives. The commission is responsible for the general governance of the organization and the decisions regarding agency accreditation, the self-assessment process and any other CFAI activities.

The Commission Members are:

Chief William F. Jenaway, King of Prussia Volunteer Fire Company, Pennsylvania
IAFC Fire Agency Head Representative for a population of up to 24,999

Chief Robert L. Ridgeway, West Palm Beach Fire Rescue, Florida
IAFC Fire Agency Head Representative for a population of 25,000 to 99,999

Assistant Chief Paul D. Brooks, Greensboro Fire Department, Greensboro, North Carolina
IAFC Fire Agency Head Representative for a population of 100,000 to 249,999

Chief Robin Paulsgrove, Arlington Fire Department, Arlington, Texas
IAFC Fire Agency Head Representative for a population of 250,000 and above

Chief Ernst Piercy, USAFA Fire Department, USAF Academy, Colorado
Federal Fire Service Representative

Mr. Ralph Dorio, Insurance Services Office, Jersey City, New Jersey
Insurance Industry Representative

Mr. Frank Florence, National Fire Protection Association, Boston, Massachusetts
Consensus Standards Representative

Mr. Paul McIntosh, County Manager, Butte County, Oroville, California
ICMA CEO County Government Representative

Mr. Thomas Wieczorek, City Manager, Ionia, Michigan
ICMA CEO City Representative

Vacant
International Fire Service Representative

Dr. Lori L. Moore, Assistant to the General President, Washington, D.C.
IAFF, Labor Representative

The headquarters office for the Commission on Fire Accreditation International is located at 4501 Singer Court, Suite 180, Chantilly, Virginia 20151-1714. The CFAI staff consists of Mr. Tom Wieczorek, as Executive Director, Ms. Bonny Downing as CFAI, Program Coordinator, Ms. Debbie Sobotka, CFOD, Program Coordinator and Ms. Keri Murphy, Administrative Coordinator.

INTRODUCTION

The Honolulu Fire Department was first accredited in 2000. On February 15, 2005 the agency requested the CFAI for a site visit to determine if they could be recommended for re-accreditation. On April 29, 2005, the CFAI appointed a Peer Assessment Team. The Peer Assessment Team conducted an on site visit of the Honolulu Fire Department between June 19 and 25, 2005.

In preparation for the on site visit, each team member received the Honolulu Fire Department's Self-Assessment Manual. This manual produced by the Honolulu Fire Department represented a significant effort by the staff of the department and other community agencies.

King Kamehameha III established the Honolulu Fire Department on January 11, 1851. It was the first fire department in the Hawaiian Islands and is the only fire department in the United States to be established by a ruling monarch. The city has grown from a few thousand people 150 years ago to a city and county population of over 1,200,000 people residing on the 604 square miles of the island of Oahu. The fire department is one of the largest in the United States and responds to over 10,400 fire and 22,900 EMS alarms for a total of 33,300 responses annually.

Composition

The city and county has a diversified economic base, unique due to its strategic location in the Pacific for military and international business. One of the essential economic industries is tourism, and Waikiki, in the center of the City of Honolulu, is the state's visitor destination.

The City and County of Honolulu is a mixture of old and new. New high-rise buildings blend in with aging single-family homes. A wide variety of commercial occupancies support the city's economic base. The open land, in the center of the island between the two mountain ranges, is used for agriculture and growing crops such as sugar cane and pineapples. The lush valleys and tropical beaches provide breathtaking recreational opportunities for both the visitors and residents.

There are major highways that follow the coastline and traverse the valley between the mountain ranges.

Government

Council/ Mayor/ Managing Director / Fire Commission

The Governing body consists of nine elected Council Members. There is an elected Mayor and an appointed Managing Director. Five Fire Commissioners are appointed by the Mayor to hire the Fire Chief, develop rules and regulations and make recommendations concerning the budget.

Fire Department

- 44 Fire Stations
- 4 bureaus
- 1,145 uniformed and civilian support staff
- 42 engine companies
- 8 ladder companies
- 5 quints apparatus
- 2 towers units
- 1 aircraft tender
- 5 water tankers
- 2 heavy rescue vehicles
- 2 hazardous materials units
- 1 110-foot fireboat
- 2 helicopters

The Department conducts its field operations by dividing the island into five battalions, each of which is managed by a Battalion Chief. Three other divisions support the department's field operations: Administrative Services, Planning and Development, and Support Services.

EXECUTIVE SUMMARY

The Commission on Fire Accreditation International (CFAI) has completed a comprehensive review and appraisal of the Honolulu Fire Department based upon the 6th Edition of the Fire and Emergency Services Self Assessment Manual.. The Commission's goals are to promote organizational self-improvement and to award accreditation status in recognition of good performance. The assessment team's objectives were to validate the Department's self study accreditation manual, identify and make recommendations for improvement, issue a report of findings and conclude if the Department is eligible for an award of accreditation.

The Department is to be commended for its participation in this very comprehensive and detailed accreditation process. All members of the Department and city staff were very open, responsive, and candid. This approach greatly aided the team in its limited five-day site visit. The benefits obtained will improve the quality of the fire service delivery system and the community's emergency services.

The Honolulu Fire Department is a very dynamic and progressive agency. Their emergency service area has expanded considerably in the 154 years since its inception. The Department has managed to keep pace with the growth and at the same time add resources that not only serve the growth area but also provide improved in-depth emergency resources to the existing community.

The Department's accreditation self-study reflected a genuine appraisal of current performance and improvement needs. This study represents a very time consuming detailed analysis of the Department and their personnel are to be commended for their efforts.

The summaries of findings by the Peer Assessment Team are as follows:

Governance and Administration

The Department met all core competencies.

The Department has been legally established since 1851 and there is an effective communication process between the department and the fire commission and the City Council. The Council reviews and approves the goals and objectives for the agency concurrent to the citywide budget development process. The Fire Commission, independent from the City Council, conducts the hiring process for the position of Fire Chief. The Fire Chief is a member of the Mayor's cabinet, which meets weekly to discuss issues, budgets, policy, etc. The Department's organization is well defined in its operational organization charts. This document displays the basic duties of each position within the organization from the Fire Chief down through the ranks to include the beginning fire fighters and includes each administrative and operational staff personnel.

Planning and Assessment

The Department met all core competencies.

The Department has done an exemplarily job of defining risk and providing adequate resources to address those identified risks. The resultant standards of coverage provide a reasonable and effective balance of resource availability and utilization. Planning and assessment would be more complete if it included empirically drawn data to supplement their projected fire flows throughout the water supply system. Actual flow testing by the Department is limited because of drought conditions as well as assignment of responsibility to the Board of Water Supply. Integration of the 2005-2009 short/intermediate/long range strategic planning goals that include desired/expected outcomes would enhance the viability of the Department's strategic planning documents.

Goals and Objectives

The Department met all core competencies.

The Department has defined a set of goals and objectives for directing the organization. The actual implementation appears to reside with a mixture of budgeting and allocation activities akin to Program Planning Budgeting (PPBS) systems. This documentation and evaluation process is currently handicapped by an old records management system that may retard the effective use of performance measurements and efficient organizational controls. Improved systems are on the cusp of integration into the organization.

Finance

The Department met all core competencies.

The city/county of Honolulu has seen a rebound in its finances after significant downturns following September 11, 2001. The Governmental Finance Officers Association has recognized the city/county for its financial management practices. The budgeting process allows for input of Department members, command staff, as well as the community's elected officials. A new administration has made funding priorities that allowed a number of projects, which were delayed or cancelled, to be revitalized and completed. The Department has been aggressively pursuing grant money which has complimented the increased city funding.

Programs

The Department met all core competencies.

The Honolulu Fire Department has well defined programs in fire suppression, technical rescue, hazardous materials mitigation, emergency/disaster management, fire prevention/life safety, fire investigation, marine/shipboard fire fighting and response to weapons of mass destruction. The services are well accepted within the organization and have adequate support. The Department has high quality, cost-effective services, which will serve the residents of the city and county into the future.

The staffing levels of the Department place sufficient tactical and supervisory personnel on the scene of an emergency yet have additional companies and

personnel available for other incidents. There is a well-defined accountability system in-place and utilized by all personnel.

Physical Resources

The Department met all core competencies.

The Department conducts operations from 42 stations, plus the fireboat and aircraft facilities, that are distributed appropriately to support their risks and standards of response coverage. Facilities are maintained through a combination of in-house preventative maintenance and work projects from the city's Department of Facilities Maintenance. The city has a capital improvement program with plans for construction/replacement of several stations and major structural renovations to others.

The apparatus replacement program is hindered by a written policy establishing an unacceptable life-cycle period for all classes of apparatus. The maintenance program is well managed and proactive within the department. An apparatus committee, which is governed by established by-laws, meets regularly to develop specifications for the purchase of new emergency units.

Human Resources

The Department met all core competencies.

Honolulu Fire Department operates within a civil service guideline and all legal mandates are being met and state law is being followed. There are documented personnel policies and procedures guiding both administration and personnel behavior.

Human Resource activities are consistent with the mission and goals of the organization. All employees are annually evaluated and the hiring and promotional practices are effective. The addition of the CPAT (Candidate Physical Ability Test) has created new challenges to improving diversity within the department and its efforts to overcome this challenge are to be commended.

Training and Competency

The Department met all core competencies.

The training program is comprehensive and emphasizes basic skill development and retention as well as a variety of special operational requirements and a strong personal development program. Safety is a high priority and nationally recognized training materials and standards are used. The training program is operating effectively. The use of a "night exercise" system is an excellent and nearly unique method to verify organizational competency and is an exemplary practice.

Essential Resources

The Department met all core competencies.

While the essential resources of the Department are adequate, there is opportunity for improvement in several aspects that would greatly enhance the service delivery to the community. The pressing current needs for the Department is in the area of technology. Some advances are underway in the area such as new computer systems that will be integrated into the city geographic information system and the forthcoming records management system. The current computer aided emergency dispatch system for all the public safety entities is functioning but is a generation behind what is being used in other comparable cities. Additionally, the effective and efficient use of existing resources will not be achieved until vehicle computer terminals are integrated with an automatic vehicle location system that is available to police, fire and emergency medical units.

External System Relationships

The Department met all core competencies.

The Department maintains a number of working relationships within the city and outside organizations that include private, state and federal fire service agencies. In addition there are a number of written Memos of Understanding (MOU) and Memo of Agreements (MOA), which describe services and programs that are available for joint participation, sharing of resources and response responsibilities.

The Department's accreditation self-assessment manual reflected a genuine ability for appraising its current performance and determining its improvement needs. The on-site peer assessment team concurs in general with the Department's descriptions, appraisals and plans.

CONCLUSIONS

The self-study manual produced by the Honolulu Fire Department was of high quality. The manual represented a significant effort by the staff of the Department to produce and present a quality document.

- The Honolulu Fire Department has demonstrated that all core competencies have been met and received a credible rating.
- The Honolulu Fire Department has demonstrated that all applicable criteria have been met and received a credible rating.
- The Peer Assessment Team recommends Accredited Agency Status for the Honolulu Fire Department from the Commission on Fire Accreditation International.

RECOMMENDATIONS

The Peer Assessment Team conducted an exit interview with the department consisting of three members of the Fire Board, the Fire Chief and the majority of staff personnel which participated in the self-assessment study. The purpose of the meeting was to review the team's findings and recommendations. The Department was given an opportunity to respond to any errors in findings of fact.

Strategic Recommendations

Strategic recommendations were developed from information gathered from the on-site assessment visit and the evaluation of the criteria and core competencies.

1. Engage in a program to verify fire flow availability, while recognizing water use limitations, by conducting random testing of selected hydrants, hydrants that are returning to service and hydrants in new construction areas or changes in occupancies. The data should be used to establish benchmarks for expected flows in all parts of the jurisdiction. Fire flows should be made part of the plans review and code enforcement bureau's responsibilities.
2. Integrate the Strategic Plan Goals with the accomplishments and plans that have been submitted as the Strategic and Long-Term Master Plan (March 2005) into a unified and complete "master" or strategic plan for the Department and distribute this to the entire department membership.
3. The Department should establish performance goals for each program and measure outcomes rather than outputs.
4. Continue the night exercise program. The opportunity to consider holistic combinations of individual skill sets amalgamated into a company and multiple company exercise is laudable.
5. The Department should formally document an apparatus replacement program detailing life cycles for each specific apparatus type. Such a program would enhance fiscal prudence and provide accurate capital outlay for advanced planning and funding needs.
6. The Department should continue its efforts to review and update all job descriptions.
7. Considerable improvement is being made to the buildings that house Department functions. These improvements include three new fire stations and a new administrative building that is currently under construction. The Department should continue to encourage the Department of Facilities Maintenance to complete a backlog of maintenance projects and install remote controlled automatic door openers/closers on all stations.

8. Loss data indicates that the Fire Department is one of the largest of the city's units and has a very low claim history and experience. However, there exists no management system to analyze the connections between workmen's compensation losses and the city's property/casualty losses. The team concurs with the Department's plan to tie the various risk management and personnel safety programs together and purchase a Records Management System.
9. The State of Hawaii Revised Statutes Sections 132-5 and 132.6 requires Fire Inspections of certain occupancies on a two-year cycle. The Department should implement its new plan to ensure the Department's ability to meet the mandated inspections.
10. The Department should pursue combining the EMS transport system with the Fire Department.
11. The Department should work with the State to implement a Memorandum of Understanding or Memorandum of Agreement formalizing the expectations of both entities in dealing with all aspects of the operations, funding, types of activities at which the Fire Boat is involved.
12. Develop and implement a plan regarding minimum staffing of operational units to assure deployment and concentration of resources to support the Department's operational objectives. This would better support dispatch decision-making and reducing the operational commander's workload.
13. The Department should expedite the design, procurement, and installation of a computer aided dispatch system that would fully automate the dispatch process and establish a goal of 50 seconds for processing an emergency call. Consideration for a consolidated center between all of the public safety agencies within a common center should be explored.
14. The Department should conduct a needs assessment to determine staffing levels, both uniformed and civilian, for their administrative support and the planning and development sections. The demands of the Department have far exceeded the efficient capacity of the current staffs, especially the planning and development section.
15. The Department should create "Safety Officer" positions within the Operations Division that would be dispatched as part of first alarm assignments of pre-determined emergencies versus utilizing company officers from responding apparatus.
16. The size, scope of events and complexity related to safely combating shipboard firefighting suggest that additional focused training should be included in the fire department training programs and coordinated efforts.

Specific Recommendations

Specific recommendations were developed from the appraisal of performance indicators in each of the ten categories.

Category I Governance and Administration

Criterion 1A: Governing Body

Performance Indicator

1A.3 There is a method that utilizes qualifications and credentials to select the agency's Chief Fire Officer

The Department should establish a more detailed list of minimum qualifications for the position of Fire Chief to assure that future vacancies are filled with qualified candidates. The list should include tenure in prior related positions, types of prior work experience, and minimum levels of education the candidate has achieved.

1A.4 The governing body approves the administration structure that carries out the agency's mission.

The Department should refine the system for creating and filling new and vacant positions to insure vacancies are filled in a timely manner in order to prevent programs being jeopardized or implementation, being delayed.

1B.1 There exists an administrative structure, which reflects the agency's mission, goals, objectives, size and complexity.

The Department should continue to conduct periodic reviews of the organizational structure, mission, goals and objectives to assure efforts are being directed to meet the established mission and goals.

1B.3 The agency administration demonstrates compliance with legal requirements of local state and federal governments.

The Department is encouraged to continue the review of the safety issues and compliance with nationally recognized safety standards. In addition the Department should follow through with its plan to complete the biannual fire inspections of all specified structures.

1B.4 Personnel Functions, roles and responsibilities are defined in writing and a current organization chart exists.

The Department should conduct a periodic job audit to ensure all job functions; roles and job assignments are current and accurate.

Category II Assessment and Planning

Criterion 2A: Area Characteristics

Performance Indicator

2A.7 Water supply included in the planning effort.

The Department appears to have no method in place to use empirical testing to verify the Board of Water Supply reports regarding fire flow capacity that the board calculates by formula rather than regular flow testing and reporting.

Criterion 2B: Fire Risk Assessment and response Strategies

Performance Indicator

2B.3 Standard of response coverage has been established.

The Department has provided a well-conceived, rational fire response policy for fire attendance by staffing and apparatus that meets or exceeds national standards. Their performance has been on target during 2000-2003 and only missed their 2004 urban zone response parameters by 2%. The Department meets or exceeds their fire response goals in all suburban and rural response zones by significant percentages for all four years. The Department also meets the urban response criteria in all the other years as well. The urban zone fractal percentage of 78% may be an anomaly and the Department should monitor this trend and adjust resources and applications thereof or reconsider the standards of cover.

Criterion 2D: Strategic or Long Term Master Plan

Performance Indicator

2D.1 Agency has master or strategic plan.

The Department's master plan should include the Strategic Planning Goals and desired or expected outcomes.

Criterion 3D: Measurement of Organizational Progress

Performance Indicator

3D.2 The department has a method for assessing achievement.

The Department captures most of the discrete data elements involved in emergency dispatch and response and has set appropriate goals and objectives. Some of the data elements, i.e. dispatch and turnout times exceed the Departments targeted times, by almost 50%. These excessive times are cumulative and adversely affect total response time. Efforts should be made to determine methods to improve call processing and turnout times.

Category V Programs

Criterion 5B: Fire Prevention/Life Safety Program

Performance Indicator

5B.2 There is adequate staffing to meet agency objectives.

1. The Department has documented the need in the fire prevention bureau for an additional full time Battalion Chief position. The city's budget clerk has held up filling the position even though the position has been created and funded. It is recommended the department take whatever actions are available to lobby the Clerk's office to authorize the position to be filled at the earliest possible date so the department may improve the supervision for all programs in the bureau.
2. There appears to be contradictory language in the state laws dealing with the fire inspection of state owned or managed property at the Honolulu airport. The Department should work with the State Fire Council to get a clarification and possible changes to the current inspection requirements.
3. The Department is unsure how many properties within the jurisdiction require periodic fire inspections. The Department should research the data through other departments such as, building department, property appraiser, tax collector etc. This data is needed to determine the workload requirements for the fire prevention division to meet the state requirement for biannual fire inspection of certain property types.

Criterion 5C: Public Education Program

Performance Indicator

5C.5 The agency's information system allows for documentation and analysis of its public education program.

The Department has an evaluation form completed for each educational presentation; however, it is only reviewed by the instructor. The material should be returned to the Captain in charge of Public Education for a periodic review of the course material for any necessary updating and instructor evaluation.

Criterion 5D: Fire Investigation Program

Performance Indicator

5D.2 The agency has adequate staffing to accomplish its stated objectives.

The Department needs to strive to have four full-time equivalent Fire Investigation positions at all times and continue to rotate newly promoted

personnel through investigations to acclimate them to the needs and importance of the investigation division.

5D.4 There is agreement and support from other agencies to aid the agency to accomplishing its goal and objectives.

1. The Department has memorandums of understanding with several support agencies and these have been in place for several years. A process should be implemented for a periodic review and updated as may be needed.
2. The Department should take the lead in putting together a fire/arson investigation task force, which would be available to coordinate the investigation activities and make available data from all agencies in the county and state. The task force should meet regularly to discuss the fire/investigation issues facing them and updates on outstanding cases.

Criterion 5G: Emergency Medical Services (EMS)

Performance Indicator

5G.5 There are standard operating procedures, standing orders, protocols, and methods in place to meet the stated response.

The Department should work with the Medical Director to produce common EMS Protocols so services are provided the same throughout the city/county.

Criterion 5K: Marine and Shipboard Fire-Fighting and Rescue Services

Performance Indicator

5K.7 There is a periodic appraisal made of the marine and shipboard fire-fighting and rescue program.

The Department should work with the State to implement a Memorandum of Understanding or Memorandum of Agreement formalizing the expectations of both entities.

Category VI Physical Resources

Criterion 6A: Fixed Facilities

Performance Indicator

6A.2 Buildings and grounds are clean and in good repair. Maintenance is conducted in a systematic and planned function.

The Department should work with the governing body to improve the existing program or pursue the resources and conduct its own facility repair and maintenance program.

6A.4 Facilities are in compliance with federal, state and local regulations.

The Department should consider transferring responsibility of periodic facility safety inspections from the Battalion Chiefs to the Company Officers, with oversight by the Battalion Chiefs and the Safety Officer. The program should be expanded to include more frequent, focused inspections for life safety issues.

Criterion 6C Apparatus Maintenance

Performance Indicators

6C.4 There are an adequate number of trained and certified maintenance personnel available to meet the objectives of the established program.

The Department should include the requirement for certification in the mechanic's job descriptions and consider upgrading the requirement to "Emergency Vehicle Technician".

6C.5 There are standard procedures and methods in place for the apparatus maintenance program.

The Department should revise their maintenance procedures to include a quality control step to reduce the probability of human/machine error. The city's "Risk Management" section should review apparatus accidents and then forward the results to the Department's Safety Officer for analysis and corrective action, such as specialized driving classes or safety stand-downs.

Category VII Human Resources

Criterion 7D: Use of Human Resources

Performance Indicator

7D.6 The department has a health/physical fitness program and provisions for non-compliance by employees/members are written and understood.

A total Firefighter Fitness and Wellness Program should be implemented. Station visits showed that work out areas have been provided in each location and they appear to be used by staff. Consideration should be given to adopting the IAFF/IAFC Firefighter Wellness Program.

Category IX Essential Resources

Criterion 9A: Water Supply

Performance Indicators

9A.1 The fire agency should establish minimum fire flow requirements and total water supply needed for existing representative structures and other anticipated fire locations. This information should also be included in the fire risk evaluation and pre-planning process.

The Department should review the “Water System and Fire Flow Requirements” standards and update them as necessary.

9A.5 The fire agency should maintain current water supply and hydrant maps for its respective response areas.

Until the Department’s mobile data terminal and GIS systems come on line, the Department should place computer generated “section” maps, which are available, from the Board of Water Supply’s City View program on all apparatus.

9A.7 The fire hydrants should be easily located, maintained, and tested so that each hydrant is visible and accessible at all times.

The Department should implement a program, external of the Board of Water Supply, to flow test the fire hydrants in accordance with a nationally recognized standard. The hydrants should be color coded in accordance with the same standard and in conjunction with the testing program test results.

9.A.8 The fire agency should periodically evaluate the maintenance, inspection, and testing to ensure the adequacy and availability of public and private water fire protection.

The Department should periodically review the maintenance records of the both private and public fire hydrants.

9A.10 The fire department should have standard operating procedures outlining utilization of available water supply.

The Department should enhance the standard operating procedures manual, to include specific processes to be used by fire companies in the selection and use of water sources.

Criterion 9B: Communication Systems

Performance Indicators

9B.3 The agency’s communications center is adequately equipped and designed, i.e. telephones, radios, equipment status, alarm devices, recording systems, printers, consoles, desks, chairs, lighting, and map displays, etc.

The Department should continue the current efforts to modernize the Fire Communications Center, with focus on technological improvements and call processing capability.

9B.4 The uninterruptible power supply for the communication center is reliable and has automatic backup capability.

The Department should evaluate and update as needed the “Uninterruptible Power Supply (UPS) and Battery Systems” of the Fire Communications Center and the remote repeater sites. This will assure the capabilities to allow sufficient time to move operations from the current site to the alternate communications center, should both the normal and generated power supply fail.

9B.6 There are adequate numbers of fire or emergency dispatchers on duty to handle the anticipated call volume.

The Department should evaluate staffing assignments and allocations for the communications center. The evaluation of the staffing status should include work schedules and the possible conversion of positions to non-uniformed personnel.

9B.9 There is a communications training program that assures an adequate and reliable emergency response.

Since the Department has recently achieved “IFSAC” certification capability for many of their training programs to meet the NFPA Professional Qualification Standards, the department should seek to certify the dispatch personnel to the “Tele-communicator I and II” levels.

Criterion 9C: Administrative Support Services

Performance Indicators

9.C.3 The management support service system is adequate and responsive to the process and agency needs defined in Category VII.

The Department should continue its efforts to fill the vacant Personnel Management Specialist IV position and any additional positions, which might be revealed after completion of a needs assessment study in this area.

9.C.4 The administrative functions and activities are adequately staffed and managed.

With the increasing demands of analysis and development of programs, acquiring specialized personnel for the “Planning and Program Development” section of the Department should be explored. The Department may be negatively affected by lack of appropriate staff.

Criterion 9D: Office Systems

Performance Indicator

9.D.2 The management information system supports the needs of the agency.

While many technology advances are being studied, planned or recently implemented, the current fragmented systems are seriously impacting the

overall performance of the Department. Because of the impacts, all of these programs should be expedited to completion.

Category X External Systems Relations

Criterion 10A: External Systems Relationships

Performance Indicators

10A.2 There is a process for interagency policy development, revision, and the implementation of agreements.

The Department should establish a formal process for the development of memos of agreement and understanding. Having a standard format will assure all issues are addressed and in the necessary legal format to protect all parties concerned. Every attempt should be made to insure all parties of the document understand their responsibilities and duties to fulfill the agreements.

10A.4 A conflict resolution policy exist between the organization and external agencies with which it has a defined relation.

The Department should establish a process to review the conflict resolution statements in all existing agreements to verify the documents are consistent, appropriate, and meet the City and State criteria for such policies.

Criterion 10B: External Agency Agreements

Performance Indicator

10B:1 External Agency agreements are identified, current and support organizational objectives. The agreements have be incorporated into operational practices and documentation.

The Department should implement a process to establish an inventory of all MOA, MOU, Automatic and mutual aid and any other agreements that are used to manage and provide services to the community, and associated agencies. The agreements should be reviewed to assure consistency in form, provide appropriate legal protection for all parties, and have an appropriate termination clause and other items as may be determined by city administration.

OBSERVATIONS and RATINGS

Category I -- Governance and Administration

The Department met all core competencies in this category.

The Fire Department is legally established and has produced exhibits that indicate it is a legal entity and maintains appropriate levels of staffing to meet its mission, and to provide the physical resources necessary to achieve its assigned tasks.

The Department's organizational structure is well founded, provides for fire protection effectiveness and efficiency. The organizational structure establishes the Fire Chief in a hierarchical role, which reports directly to the mayor. A fire commission, appointed by the Mayor, is charged with reviewing policy, the annual budget and to select and hire the Fire Chief.

There is a conflict of interest policy in both the city charter and the department policy and procedures documents, which follows the state requirements.

It is recommended a job audit be conducted to insure all positions are classified properly and personnel have received the proper training to fulfill their position's requirements. It is further recommended the Department review the inventory of safety equipment issued to all personnel to determine if the items are appropriate to provide for the safety of all personnel at an emergency.

The team concurs with the Governance and Administration Category report of the self-study, its appraisal and action plan.

The overall performance rating for the Governance and Administration Category is Credible.

Category II -- Assessment and Planning

The Department met all core competencies in this category.

There is a formal assessment and planning process that has been established within the Department. The department personnel engage in tactical, operational and strategic planning and engage a variety of staff members to participate or support the effort.

Response standards for distribution and concentration are well crafted and meet the most stringent national consensus standards. However communities are dynamic entities and the Department will, of necessity, have to constantly review and adjust resource allocations as well as standards.

Readily apparent areas for improvement are in the standard of coverage response performance, which includes call-taking/dispatch processes. The most recent data suggests that current times exceed the NFPA 1221 standard as well as historic norms for other fire departments.

Additionally, it is noted that reflex or turnout time appears excessive. Some of this may be attributed to station configurations that may require manually closing of apparatus bay doors, while at other times some calls originate when the apparatus are out of the station and require zero turnout or reflex time. The department reports that the 80th fractal percentage is 1:44 for the most currently reported year. General discussion regarding turnout time seems to agree that over one minute is excessive. If there are systemic issues with particular station configurations that preclude timely responses, the Department may want to capture and deal with that specific data differently.

The team concurs with the Assessment and Planning Category report of the self-study, its appraisal and action plan.

The overall performance rating for the Assessment and Planning Category is Credible.

Category III -- Goals and Objectives

The Department met all core competencies in this category.

The Department has a well defined goals and objectives program for directing the organization. There is a planning-budgeting-management system somewhat akin to a Program Planning Budgeting (PPB) system that may ultimately be able to better measure performance and outcomes.

The documentation and evaluation process is currently handicapped by a records management system that may retard the effective use of performance measurements and efficient organizational controls. A new system is planned for the near future.

The team concurs with the Goals and Objectives Category report of the self-study, its appraisal and action plan.

The overall performance rating for the Goal and Objective Category is Credible

Category IV -- Financial Resources

The Department met all core competencies in this category.

The Government Finance Officers Association (GFOA) has recognized the City and County of Honolulu as meeting the financial accounting practice requirements of the organization.

Because of its heavy dependence on foreign tourism, the events of 9-11 resulted in decreases of tourist visiting the islands, which affected revenues, sales, and employment. These trends seem to be reversing. During those times, capital improvement plans and other large purchases were deferred. The department was extremely aggressive at pursuing grant dollars that became available to

communities and, as a result, has been able to continue implementation of large projects such as 800 MHz radios, installation of wireless data hot spots in all fire stations, mobile data computers on all first line apparatus, hazardous materials, weapons of mass destruction, and training.

The budget process is lengthy, reflecting the opportunities for input from line officers, command, and elected officials. The budget process ultimately ends with the council and is adopted through ordinance. Changes to the budget over \$100,000 must be returned to the council for action and debate while amounts under \$100,000 can be accommodated by the department in concert with the City Managing Director.

Fiscally, the department has done an excellent job at meeting its budget. It served as the pilot for the City for a new “P-Card” system that allows certain people to use a credit card to purchase certain items and eliminated the need for purchase orders for merchandise under \$2,000.

Department fiscal employees interacted often with the Fiscal Agency Staff at City Hall. The city fiscal staff were complimentary of the Department efforts and stated it was for that reason they were chosen to pilot not only the P-Card but many other programs that later were brought into other city departments.

The team concurs with the Financial Resources Category report of the self-study, its appraisal and action plan.

The overall performance rating for the Financial Resource Category is Credible.

Category V -- Programs

Criterion 5A -- Fire Suppression

The Department met all core competencies in this criterion.

The Department’s fire apparatus all have a full complement of equipment, which is well maintained and meets or exceeds requirements. The fire fighting forces in the districts are well developed. The fire suppression program meets the Department's objectives. Continual monitoring will help ensure it will continue to meet the demands of the citizens of the community.

The Department’s staffing is sufficient in meeting the stated objectives and looking at the safety in meeting the OSHA requirements for 2-in/ 2-out.

The team concurs with the Fire Suppression criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Fire Suppression Criterion is Credible.

Criterion 5B -- Fire Prevention / Life Safety Program

The Department met all core competencies in this criterion.

The 1997 edition of Uniform Fire Code has been adopted with City and County amendments on October 10, 2002. The enforcement efforts are focused on existing buildings. The frequency of inspection is based upon the Risk Level with maximum risk occupancies inspected annually and other occupancies inspected on a two-year basis as dictated by the State Fire Code. Currently, fire suppression forces are involved in code enforcement efforts, based on Hawaii statutes as amended, which is incorporated into a Company Inspection Program manual and a field operations guide. There appears to be a conflict in the state law concerning who is responsible for fire inspections of the airport.

The Fire Prevention program currently operates with 21 authorized positions, including an Assistant Chief, supervisors, inspection, and plan review personnel. There has been one additional Battalion Chief Position authorized but the position has not been filled.

The Department has a very active plans review process, which is co-located with the building department. This system has been in place for a long period of time and has proven to be very effective. The joint effort for plans review has streamlined the process and has saved time for the customer. There is a need however to determine the total number of commercial and multi-family dwellings. This would assist the inspection program to determine the actual number of inspections needing to be completed according to the currently mandated state law.

The team concurs with the Fire Prevention / Life Safety program criterion report of the self- study, its appraisal and action plan.

The overall performance rating for the Fire Prevention / Life Safety Program Criterion is Credible.

Criterion 5C -- Public Education Program

The Department met all core competencies in this criterion.

The Department provides fire safety education to public and private schools, businesses, neighborhood associations and special interest groups. Programs are targeted to meet the needs of specific age groups. Children's programs often include the Keiki Fire Safety House and the recently implemented Youth Fire Setter program. In 2004 the youth fire setter program worked with 14 youth. Adult programs include general fire safety, use of fire extinguishers, as well as a 'Remembering When' program for senior citizens.

There are five full-time personnel assigned to the Department's Fire Prevention Bureau Education Section and 15 fire fighters have volunteered to assist in the Youth Fire Setter program. Educational materials are purchased from donations made by the 200 Club, which is a group of business professionals in the

community that raise money to help support public education activities of the fire and police departments.

The Captain in-charge of the Education section has developed a tracking mechanism that shows dates, groups, age, and classes presented for a quick reference for total contacts made during any requested period.

The section has an evaluation form that is completed at the completion of an educational session and is maintained by the instructor for them to make adjustments to their program or teaching style for the specific topic and age group.

The team concurs with the Public Education Program criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Public Education Program Criterion is Credible.

Criterion 5D -- Fire Investigation Program

The department met all core competencies in this criterion.

The incident commander, or their designee, performs initial cause and origin investigation at fire scenes. If the fire is suspected to be arson or has unforeseen circumstances, the fire investigation team is requested by the incident commander. The Department has an excellent working relationship with the Honolulu Police Department as well as various federal agencies, including the ATF. The Department maintains memorandums of understanding with several integral organizations and these should be reviewed and updated.

The Department has established a rotation plan for investigators to be on-call for a week at a time. Currently there are only four full time equivalent investigator positions, which may not be sufficient to meet the described workload. The department has two additional personnel that have recently rotated into investigation section. The new investigators are currently going through the required training needed to advance to a full time fire investigator, which will bring staffing requirements up to listed levels.

The Department maintains equipment and supplies necessary for arson investigation. The current record keeping involves standard NFIRS reports, as well as the fire department investigation report.

The Department should take a lead role in the implementation of a fire/arson task force that would have regularly scheduled meetings to bring together all the entities involved in the investigative and prosecution of an arson case. The task force would provide an opportunity to create even stronger relationships and enhance the overall efficiency of the fire/arson investigation program.

The team concurs with the Fire Investigation Program criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Fire Investigation Program Criterion is Credible.

Criterion 5E – Technical Rescue

The Department met all core competencies in this criterion.

The Department provides an efficient technical rescue program and is effective for the city / county. The Department provides training and equipment to meet the technical rescue needs of the community.

Technical Rescue incidents, by their complexity, require additional units and personnel. Each shift currently has ten (10) technicians available each day trained in areas of technical rescue and dive rescue.

Equipment purchased for technical rescue operations meets or exceeds applicable regulatory standards. There is an adequate supply on-hand of materials and supplies needed for technical rescue operations. The Department should consider completing a more in-depth assessment of technical rescue risks.

The team concurs with the Technical Rescue criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Technical Rescue Criterion is Credible.

Criterion 5F -- Hazardous Materials

The Department met all core competencies in this criterion.

The Hazardous Materials program is staffed daily by sixteen (16) to twenty (20) Department members who are trained as Hazardous Materials Technicians. The staffing appears to be adequate for the number and types of incidents to which the Department responds. A recall system is in place when additional Hazardous Materials Technicians are needed. The Department utilizes an effective two-tier response system to accomplish its goals.

There is adequate equipment, supplies and materials sufficient to meet the Department's stated objective. There are trailers which carry additional materials needed to support longer term and mass casualty incidents.

The team concurs with the Hazardous Materials criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Hazardous Materials Criterion is Credible.

Criterion 5G --Emergency Medical Services

The Department met all core competencies in this criterion.

The Department operates a functional two-tiered EMS delivery system. The department has the capability to provide in-district back-up response to EMS incidents based on its apparatus and manpower deployment. All suppression companies are equipped with medical supplies and Automatic External Defibrillators (AED'S) to provide first-responder level of service.

All Department members are trained to the EMS First Responder level. The last three recruit classes have added a seven-week component to train new employees to the Emergency Medical Technician – Basic (EMT - B) level. At this time there is no requirement for current members to take and pass the National Registry, however all new recruits must pass the test prior to graduating from the academy and must maintain the certification once it is received. The Department also has implemented a voluntary program permitting incumbent firefighters to attend a four-week EMT – B class and complete the National Registry test.

The Department and the City's EMS services each have different Medical directors, which results in each having differing Protocols for the same services offered in the same community depending who arrives first on the scene. The Department should continue researching ways to incorporate the EMS transport service into the fire department.

The team concurs with the Emergency Medical Services criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Emergency Medical Services Criterion is Credible.

Criterion 5H -- Emergency/Disaster Management

The Department met all core competencies in this criterion.

Management of Emergency/Disaster Management is the responsibility of the Oahu Civil Defense Agency (OCDA). The Department has been an important component in the development of the Emergency Operations Plan and continues to be an integral part of the overall Emergency/Disaster Management system for the City/County of Honolulu.

This format for the OCSA and the department as a member of the oversight group has worked effectively for several years and should continue as a group effort.

The team concurs with the Emergency/Disaster Management criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Emergency /Disaster Management Criterion is Credible.

Criterion 5I – Response to Weapons of Mass Destruction

The Department met all core competencies in this criterion.

The Department utilizes its hazardous materials team to accomplish the Weapons of Mass Destruction objectives. The Department utilizes a two-tier response system to accomplish its goals and the program works effectively.

Equipment availability, supplies and materials are sufficient to meet the Department's stated objective. The trailers established for Mass Casualty Incidents and additional materials needed to support a longer term incident have sufficient materials for the dealing with large-scale events.

The team concurs with the Response to Weapons of Mass Destruction criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Response to Weapons of Mass Destruction Criterion is Credible.

Criterion 5K – Marine and Shipboard Fire Fighting and Rescue Services

The Department met all core competencies in this criterion.

The State of Hawaii Department of Transportation, Harbors Division, has indicated the current capabilities of the Department are acceptable and meet the states requirements as set forth in State law. In Honolulu Harbor, the state has relinquished the responsibility of providing fire protection services to the Honolulu Fire Department.

The Department meets on a regular basis with the Director of the Harbors Division to review responses and maintenance issues. These meetings are documented and forwarded to those responsible for the Fire Boat program.

The Department and State should implement a Memorandum of Understanding or Memorandum of Agreement outlining the services related expectations of both the Department and the State. The Department should assure operation and command personnel are inculcated with skills, knowledge and abilities necessary to safely and effectively conduct shipboard emergency operations.

The team concurs with the Marine and Shipboard Fire Fighting and Rescue Services criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Marine and Shipboard Fire Fighting and Rescue Services Criterion is Credible.

Category VI -- Physical Resources

The Department met all the core competencies in this category.

The Department has adequately documented all physical resources. However, numerous instances of improper exhibits delayed the review process during the on-site peer assessment. It is recommended the Department conduct a review of

the self-assessment exhibits and insure all documents are up-to-date and appropriate.

Overall, facility planning and assessment of needs is excellent. The Department recently constructed/relocated three stations and is currently constructing a new headquarters facility that will not only dramatically increase the allocated space for administrative services, but should also provide positive results in the achievement of performance goal.

The maintenance facility is a 75,000 square foot facility with a comprehensive, state of the art tools and testing equipment. Also located on the site are the department's supplies warehouse and distribution center and the radio maintenance lab. All of the facilities are located on an 8-acre site.

Tools and equipment are inventoried regularly and are appropriate for the programs implemented. The Department has acquired grant money enabling it to purchase a second set of personal protective clothing for all firefighting personnel.

Certified personnel maintain the equipment and there are appropriate historical maintenance records for all equipment. While facility maintenance and safety compliance is marginally acceptable, this area could be improved.

The team concurs with the Physical Resource Category report of the self-study, its appraisal and action plan.

The overall performance rating for the Physical Resource Category is Credible.

Category VII -- Human Resources

The Department met all core competencies in this category.

Several challenges have or are facing the department and plans have been developed to manage these challenges.

First, the Department has tended to attract and employ mostly male candidates. In an effort to counter this trend, prior to the last recruit school, the Department created the "Can You Take the Heat" program that sought to encourage and attract female candidates. The program resulted in a number of female applicants but it was found that the newly implemented Candidate Physical Agility Test (CPAT) program disqualified many.

A new recruit school is being formed and efforts have been implemented to attract qualified female candidates. In addition, information was developed and provided to these candidates to enable each to prepare for the testing and successfully complete the entrance examinations.

Second, approximately 10% of the Department's current 1,145 members were hired in the 1970's under the popular "CETA" programs, which paid the wages for a specified period of time. As a result, many of these members are now

reaching retirement age and will soon be leaving the Department. Statistics show that of the Department's 1,145 members, only 99 have 25 or more years of service; 95 have 20 to 25 years of service; and 134 have 15 to 20 years of service, while over 800 have less than 15 years of service.

The Department has been very effective in attracting candidates. More than 4,000 applications were received for 50 positions in the next recruit school. After the initial enrollment period, applications are reviewed and screened for minimum requirements. Those found to qualify are given a written exam from which a scoring matrix is developed. The CPAT test is then given, coupled with interviews by Department members that include union as well as command personnel. A certification list is created from the exam results and interviews. Civil service rules and regulations guide the process with recruits selected from the scored lists. The screening process has been credited with few recruits being asked to leave the training program.

All candidates are on probation from the date they are first hired until they complete the "Fire Fighter 1" level, which takes at least 18 months. If the recruit does not meet the minimum expectations they may be terminated at any time during the 18 month, period.

A new labor contract was recently negotiated following arbitration that provides for increases in salary. One issue which still needs to be addressed, contractually, is the rank-for-rank recall system. The pilot program was continued under the new contract but there still remains a division among members because of perceived or real benefits to Fire Fighter 1 level employees. The city is concerned about the financial cost should the program expand.

The Department is to be commended for its personnel injury and property loss history. Data indicates that the Department, which is one of the largest in the city, has one of the lowest loss records. While other departments make up large percentages of claims, the fire department is lumped with "others" that together make up less than 9% of the losses. Total general and auto liability claims have been less than \$75,000 for the last five years despite the numbers of units, miles traveled, and conditions under which they are working.

The risk management and personnel safety programs could be better coordinated, and linked with the worker's compensation and other similar programs.

A coordinated records management system is lacking and is being pursued by the department.

From interviews of staff members in various stations, it appears that the backlog of station repairs that occurred when financial times grew difficult a few years ago, are now being corrected. There appeared to be satisfaction that these repairs will continue to progress and efforts continued.

The team concurs with the Human Resources Category report of the self-study, its appraisal and action plan.

The overall performance rating for the Human Resource Category is Credible.

Category VIII -- Training and Competency

The Department met all core competencies in this category.

The training program is comprehensive, provided with adequate resources and leadership, and is clearly directed to support the missions, goals, and objectives of the Department. Beyond basic firefighter/recruit training a significant amount of focus is aimed at the many specialty requirements and certifications necessary to provide the planned level of protection within the agency.

The Department's writing of description-appraisal-plan in the self-assessment documents was exceptionally clear and concise and provided a clear picture of training and educational activities of the members, companies, and agency.

The training program is operating effectively in maintaining personnel and company competency. The night drill program is exemplary. The department's attendance at the National Fire Academy and other mainland training and educational activities is outstanding, and are consistent with and support of the operational expectations for the department.

The Department utilizes a variety of resources in development and support of its curriculum including National Fire Academy materials. More impressively, the fire department has received International Fire Service Accreditation Congress (IFSAC) accreditation for a variety of fire/rescue/and community courses.

The Department's self assessment documents mention that tuition support for specific courses, including the MPA program at the University of Hawaii, is available to all personnel. The program is funded by two external organizations. The department indicated information is distributed annually to all personnel, however several fire department personnel, who were interviewed during the site visit, were not aware of the program. The Department should review the communications procedures with all personnel to assure everyone is aware of the programs and benefits available.

The team concurs with the Training and Competency Category report of the self-study, its appraisal and action plan.

The overall performance rating for the Training and Competency Category is Credible.

Category IX -- Essential Resources

Criterion 9A -- Water Supply

The Department met all core competencies in this criterion.

The Department has adequately documented the water supply resources. However, some instances of improper exhibits delayed the review process during the on-site peer assessment.

The Board of Water Supply is responsible for the overall maintenance and operation of the water system. There is constant interaction between the Board and the fire department, especially during the plans review phase.

The water supply system is a combination of public and private water systems, with city code requiring all private systems meet the same standards as the public system. The system has an available supply for fire fighting of 181 million gallons of water, distributed through a closed loop with 27,251 public fire hydrants. System pressure ranges from 50 PSI to 200 PSI. The overall effectiveness of the system is hindered by reluctance within the community to perform flow testing due to concerns for water conservation. Because of this, the system's reliability is questioned in that no data is available to account for the wide range of water pressure and reflect the amount of water that is actually flowing through the system.

The team concurs with the Water Supply criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Water Supply Criterion is Credible.

Criterion 9B -- Communications Systems

The Department met all core competencies in this criterion.

The Department adequately documented the communication systems. However, there were instances of improper exhibits that delayed the review process during the on-site peer assessment. A review should be conducted of the self-assessment exhibits to assure all are appropriate.

Overall, the communications system is very comprehensive. The Department is in the midst of a conversion to an 800Mhz radio system with most of the fixed sites and portable radios converted. The mobile radio systems are scheduled for conversion beginning in July 2005. Once fully implemented, the new radio system will include 14 repeater sites throughout the jurisdiction, assuring uniform performance throughout the island.

The Fire Communications Center staffing is marginal, with the members working a non-traditional 24-hour shift. Call processing times could probably be improved by altering the internal processes and work schedules that may be contributing to fatigue of the operators. Space allocations are marginally adequate. The Department is currently evaluating several improvements to the Fire Communications Center, including a new computer aided dispatch program, records management system, and the possible consolidation of the dispatch center with the other public safety entities of the government.

The team concurs with the Communications System criterion report of the self-study, its appraisal and action plan.

The overall performance rating for the Communications System criterion is Credible.

Criterion 9C & D -- Administrative Services & Office Systems

The Department met all core competencies in this criterion.

The Department has adequately documented all physical resources and provided exhibits that clearly demonstrated work processes and procedures.

The effectiveness of the administrative services is hindered by the records management system and non-integration with other city divisions. Construction of a new fire administration building is underway and scheduled for completion in January 2006. The building will almost triple the space available for administrative functions. The need for additional staffing has been identified and the team concurs with these recommendations. Additional staffing for the Planning and Program Development section is also warranted and should be implemented.

As the Department transitions toward the new headquarters building, an opportunity exists, for the implementation of a new records management system, and to “computerize” its documentation requirements.

The team concurs with the Administrative Services and Office Systems criterion report of the self-study, its appraisals and action plans.

The overall performance rating for Administrative Services and Office Systems Criterion is Credible.

Category X -- External Systems Relations

The Department met all core competencies in this category.

The Department has developed interagency relationships, which are productive and meaningful. Formal agreements are in place and appear to protect the interest of all parties.

There are a variety of mutual aide agreements with state and federal agencies, which permit both the receipt and provision of mutual aid to the other agencies.

The Department should conduct an inventory of all inter-local agreements to assure they are current, serve an appropriate purpose and have an established termination clause or time frame for review or termination.

The team concurs with the External Systems Relations Category report of the self-study, its appraisal and action plan.

The overall performance rating for the External Systems Relations Category is Credible.